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Report of the Peacebuilding Commission

Comprehensive review of the whole question of peacekeeping operations in all their aspects

Letter dated 22 July 2010 from the Permanent Representative of Portugal to the United Nations addressed to the Secretary-General

The Permanent Mission of Portugal to the United Nations recently organized a seminar in Portugal on peacekeeping and peacebuilding, in which 26 representatives of Member States participated. We were also privileged to be able to count on the participation of Atul Khare, Assistant Secretary-General for Peacekeeping Operations; Luis Carrilho, United Nations Police Commissioner, United Nations Integrated Mission in Timor-Leste; and Antero Lopes, Chief of Security Sector Reform, United Nations Integrated Peacebuilding Office in Guinea-Bissau. In addition, Victor Ângelo, until recently your Special Representative to the Central African Republic and Chad, brought to our discussions his vast experience and particular knowledge of United Nations operations. I am attaching a list of the participants (see annex I) as well as the concept paper we prepared for the seminar (see annex II). We had very candid and open discussions, during which a number of interesting views and suggestions came up.

I am writing to you to also transmit, at the request of the participants of the seminar, and on my own responsibility, a summary of the proceedings and of the main conclusions of our meetings (see annex I). The representatives of the Member States that participated in the seminar considered that such a document should be brought to your attention and should be shared with the wider membership, entrusting me with proceeding accordingly.

I thus have the honour to request that the present letter and its annexes be circulated as a document of the sixty-fourth session of the General Assembly, under agenda items 10 and 33, and of the Security Council.

(*Signed*) José Filipe de **Moraes Cabral**
Ambassador

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Annex I to the letter dated 22 July 2010 from the Permanent Representative of Portugal to the United Nations addressed to the Secretary-General

Seminar

United Nations peacekeeping and peacebuilding: enhancing interaction between the Security Council, the Secretariat, troop- and police-contributing countries and host countries

Portugal, 8 to 10 July 2010

List of participants

7 July 2010

Atul Khare, Assistant Secretary-General for Peacekeeping Operations

Ambassador Abulkalam Abdul Momen (Bangladesh)

Mrs. Mirsada Čolaković, Deputy Permanent Representative (Bosnia and Herzegovina)

Ambassador Michel Kafando (Burkina Faso)

Ambassador Kosal Sea (Cambodia)

Ambassador Antonio Pedro Lima (Cape Verde)

Ambassador Fernand Poukré-Kono (Central African Republic)

Mr. Mohammed Edrees, Deputy Permanent Representative (Egypt)

Mr. Reta Alemu Nega, Deputy Permanent Representative (Ethiopia)

Ambassador Peter William Thomson (Fiji)

Ambassador Jarmo Viinanen (Finland)

Coronel Enusah Abdulai, Minister-Consellor/Military Adviser (Ghana)

Ambassador Jean Wesley Cazeau, Deputy Permanent Representative (Haiti)

Ambassador Hardeep Singh Puri (India)

Ambassador Anne Anderson (Ireland)

Mr. Khalid Shawabkah, Chargé d'affaires (Jordan)

Ambassador Motlatsi Ramafole (Lesotho)

Ambassador Brian Bowler (Malawi)

Ambassador Daniel António (Mozambique)

Ambassador Mohammed Loulichki (Morocco)

Ambassador Libran Cabactulan (Philippines)

Mrs. Rona Meleisea, Deputy Permanent Representative (Samoa)

Ambassador Shekou Touray (Sierra Leone)

Ambassador Baso Sangqu (South Africa)

Ambassador Palitha Kohona (Sri Lanka)

Ambassador Kodjo Menan (Togo)

Ambassador Ghazi Jomaa (Tunisia)

Special guests

Mr. Victor Ângelo, Former Special Representative of the Secretary-General of the United Nations for the Central African Republic and Chad

Mr. Luís Carrilho, United Nations Police Commissioner, United Nations Integrated Mission in Timor-Leste

Mr. Antero Lopes, Chief Security Sector Reform, United Nations Integrated Peacebuilding Office in Guinea-Bissau

Summary

1. The three main themes discussed were the following:

   (a) The articulation between peacekeeping and peacebuilding;

   (b) The issue of ownership;

   (c) Improving the capacity of the Secretariat.

1. Peacekeeping and peacebuilding

2. There was a wide consensus that peacekeeping and peacebuilding should go hand-in-hand, namely, that planning for peacekeeping should already include elements of peacebuilding even if the initial priority should be given to the stabilization and security dimensions of the mission, which are paramount. Peacekeepers are early peacebuilders. Nevertheless, in certain situations, the lack of a secure environment prevents peacebuilding activities from being pursued. Peacekeeping and peacebuilding should be addressed in a comprehensive way and the United Nations should act in a timely manner and draw from previous experiences.

3. Peacebuilding operations can only be conducted with any degree of success if they are based on a full understanding of the root causes of the conflict, of the realities on the ground and of the regional environment, and if they address these issues in an efficient way. There is no "one size fits all"; a case-by-case approach is essential. Before determining the mandate, intensive consultation should be conducted in order to ascertain those realities and the expectations of the authorities of the host country in a way that reinforces the political will of the host country to consolidate peace. A continuous dialogue and interaction with national authorities (as with civil society, women and youth groups) during the whole life cycle of the mission is in this sense fundamental, as is the involvement of regional and subregional organizations and the support of neighbouring countries, which can be decisive in many cases.

4. There is a need to improve coordination among United Nations bodies in order to ensure a smooth transition from peacekeeping to peacebuilding, including coherence between peacekeeping and peacebuilding efforts, and to reinforce the

conditions to carry out mandates. The Security Council and the Department of Peacekeeping Operations, which are at the centre of peacekeeping operations, must reach out in a genuine and effective way to other bodies, agencies and programmes, which are essential in order to conduct efficient peacebuilding, which has a very distinct nature from the more "military" dimension of peacekeeping. An "umbrella process" is needed, one which would bring together, in a coordinated way, the Security Council, the Economic and Social Council, the Peacebuilding Commission, the Secretariat (the Department of Peacekeeping Operations and the Department of Political Affairs), the United Nations Development Programme and other agencies and programmes. Coordination with troop-contributing countries and police-contributing countries should also be reinforced from the outset, during the duration of the mission and in the preparations for exit strategies. Forecasting is essential for troop-contributing countries and police-contributing countries. More work on the ground and a more efficient role for the Secretariat were underlined, as were the need for adequate resources and capacities for missions in order to enable them to meet the challenges they face.

2. Ownership

5. Close consultation and coordination with the authorities of the host country, before and during the term of the mandate, are a prerequisite to reinforce ownership by the country and its political will, and ultimately to ensure the conditions for the success of the mission. As already mentioned, these conditions could be further strengthened by the permanent involvement of regional and subregional organizations, as well as by the support of neighbouring countries.

6. Despite its conceptual and political difficulties, some form of "dual ownership" of missions was mentioned as being necessary in order to prevent situations where a host country decides on an untimely end of the mission before the objectives of the mandate have been fulfilled, especially when such decisions may have negative consequences in neighbouring countries. The negative effects of such decisions on troop- and police-contributing countries, in particular in their availability to participate in future missions, was also underlined. These situations call for an increased dialogue and consultation between the Secretariat and troop- and police-contributing countries, in order to ensure a smooth transition and to manage the expectations of contributing countries in an effective way.

7. The strengthening of an effective and efficient dialogue between the Security Council and its members, the Secretariat, regional and subregional organizations and the host country constitutes an important element in preventing such situations and in developing the "national responsibility" of the host country in line with its ownership. This dialogue should focus on the nature of the mandate, time frames, goals, benchmarks, evaluation and exit strategies, and aim at constantly reinforcing national ownership, while defining some form of contract or memorandum of understanding between the United Nations and the host country. It was nevertheless recognized that the improvement of interaction in this area could not, by itself, prevent a sudden change of will on behalf of the host country.

8. An adequate management of expectations of the host country is essential, namely in the context of the evolution of political situations that can affect the justification for the peacekeeping operation, especially if the objectives of the mission are not being fulfilled. Mandates should be adaptable to these changes.

9. There is a need for a new generation of mandates, based on realistic assessments of conditions on the ground, of expectations of the host authorities, of available resources, adequate time frames and comprehensive exit strategies. These issues should be discussed from the outset and should contribute towards a concomitant responsibility of the international community and the host country, based on clear commitments from each side.

10. In this context, a new methodology on approving mandates was suggested, comprising three successive phases: a principled decision of the Security Council (already based on consultations with the host country), followed by a period in which the Secretariat would evaluate the situation, decide on resources needed and discuss with troop- and police-contributing countries, which would in turn lead to the definitive decision of the Security Council. Such a compact would bring together all the relevant players and contribute to create more efficient conditions to carry out the mission.

3. Improving the capacity of the Secretariat

11. To enhance the efficiency and credibility of the United Nations, it is necessary to improve the capacity of the Secretariat, namely in terms of its articulation with the Security Council, the Peacebuilding Commission, troop- and police-contributing countries and host countries, as well as with regional and subregional organizations, in order to establish better mandates with clearer tasks and more attainable goals. The Secretariat should also promote a more active South-South cooperation in support of these goals. These issues had already, to some extent, been addressed during the discussions on the previous items.

12. There is also a strong need for the Secretariat to be able to anticipate situations and advise the Security Council in a timely way, in line with the responsibility of the Secretariat to pre-empt developments that undermine peace and international security. With this objective, departments of the Secretariat (namely, the Department of Peacekeeping Operations and the Department of Political Affairs) should coordinate themselves in a more efficient way as well as reach out effectively to other bodies in the United Nations family, developing an "early warning" capacity in terms of conflict prevention; the advice and particular insight of regional and subregional organizations in concrete situations would be of significant value in this context.

13. The quality of the interaction between the Secretariat and the Security Council should also be improved. Not that there is any doubt about the integrity and thoroughness of the Secretariat, but a need is felt for the Secretariat to place itself above and beyond conjuncture and the immediate concerns of Security Council members and their positions as well as in promoting more substantial debates.

14. As already mentioned, the Secretariat must convey to the Council what it has to hear and not necessarily what it wants to hear. Likewise, the articulation between the Secretariat and the Peacebuilding Commission and the country configurations should be improved, making way for more coherent approaches, guidelines and orientations. In the case of special political missions more frequent reporting to and debate in the Security Council were considered essential, in line with the timetables laid out for peacekeeping and peacebuilding missions.

15. Concerning mandates, a need for a more comprehensive approach, including both the peacekeeping and peacebuilding dimensions, was underlined. It was felt that present mandates were too large, with too many key tasks, whereas a more focused approach, with clear benchmarks as well as consistent exit strategies, based on indicators that underline progress made and its sustainability, were deemed necessary. As mentioned before, the role of regional and subregional organizations as well as of neighbouring countries — that presently has not gone far beyond a theoretical dimension — would contribute to strengthening the contents of mandates and allow for their more efficient implementation, through the development of useful synergies.

16. The Secretariat should also discuss from the beginning with host countries their concept of ownership and their views on military and police components, both being crucial for the success of the mission. It was underlined that perceived shifts of commitment on behalf of the international community were detrimental to the aims of the missions, sending negative signals to host countries.

17. The choice of the Special Representative of the Secretary-General to lead the mission was considered an important element for its success. More attention should also be given to cooperation between neighbouring missions, drawing on their respective experience and helping to solve cross-border problems.

18. Finally, in order to mobilize support for the mission, an informal "group of friends" was considered a useful instrument, as well as closer informal cooperation in New York between troop- and police-contributing countries.

Annex II to the letter dated 22 July 2010 from the Permanent Representative of Portugal to the United Nations addressed to the Secretary-General

Seminar

United Nations peacekeeping and peacebuilding: enhancing interaction between the Security Council, the Secretariat, troop- and police-contributing countries and host countries

Portugal, 8 to 10 July 2010

Framework note for discussion

1. With over 100,000 peacekeepers deployed across the world, peacekeeping is today a major United Nations activity and represents a huge challenge both in terms of ensuring that all its tasks are fulfilled and that missions are provided with the field support they need.

2. The growing complexity and the diversity of mission-mandated tasks demand an integrated approach to United Nations peacekeeping. Peacekeeping and peacebuilding are no longer to be seen as sequential activities. Today, they are viewed and implemented in an integrated way. This change in the mindset presents a strong challenge right from the planning phase of peacekeeping activities in order to ensure, from that phase onwards, both peacekeeping effectiveness and the foundations for sustainable peace and development.

3. As a troop- and police-contributing country to United Nations peacekeeping operations for more than 20 years, Portugal, like many other contributing countries, fully understands the importance of peacebuilding efforts being considered at the early stage of peacekeeping operations. It is also aware that such efforts should be carried out persistently throughout the life cycle of a mission. Clear mandates can facilitate the implementation of early peacebuilding strategies in peacekeeping operations, which will allow for a responsible transition and, when the time comes, an adequate exit strategy.

4. There is no "one size fits all" solution since each mission is different. Nevertheless, there are peacebuilding "foundations" that should already be present in the early stages of a peacekeeping mission. Security sector reform, rule of law and disarmament, demobilization and reintegration or, in the economic area, relaunching the economy, are some of the "traditional" peacebuilding activities that could be present at an early phase of a peacekeeping operation, side by side with the core peacekeeping tasks to be undertaken. Once a security environment has been fully ensured and the basic institutions and foundations for sustainable development are set, it would then be possible to develop further peacebuilding activities.

5. The planning phase of peacekeeping activities is crucial to a mission's success and represents a challenge in terms of establishing the capacities needed and the goals to be achieved according to the specific situation. In order to overcome that challenge it is important that the Secretariat look into the troop-contributing/police-contributing country's experience and expertise and listen to their advice in a timely

manner through appropriate interaction. This will assist in the establishment of the military and police tasks, operational concepts and command and control structure and help to ensure that the needed capacities will be provided.

6. Not having the capacities to meet the demands required by the situation may result in a longer and delayed process to achieve the desired end result or, at the extreme, a mission failure that may affect United Nations peacekeeping credibility as a whole. Secretariat consultations with troop-contributing/police-contributing countries should not only be considered in the planning phase but throughout a mission's life cycle, in order to readjust tasks according to the changes that may occur on the ground. At the same time, such readjustments and the review of mandate tasks require close cooperation between the Security Council and the troop-contributing/police-contributing countries.

7. Also essential when developing early peacebuilding (as well as in peacekeeping) is ensuring an integrated and coordinated approach by the relevant departments of the Secretariat (the Department of Peacekeeping Operations, the Peacebuilding Support Office, the Department of Political Affairs and the United Nations funds) and non-United Nations partners, thus paving the way for a smooth development of national capacity, economic revitalization and the generation of employment.

8. Naturally, none of these peacebuilding efforts can work properly and effectively without the full involvement and commitment of the host country in a process of responsible ownership.

9. United Nations peacekeeping and peacebuilding is a broad and complex theme. The seminar, however, is intended to focus the participants' discussion on the following areas: identification of peacebuilding activities that could be developed at the early stages of a mission; and ideas on ways to improve cooperation between the Security Council, the Secretariat and the troop-contributing/police-contributing countries in order for the experience in the field to be better reflected in Security Council mandates, resulting in clearer tasks and more attainable goals.

10. Being the main "actor" in establishing the mandated tasks, the Security Council should strive to improve these consultations with the troop-contributing/police-contributing countries. In this regard — it should be underlined — important developments are to be credited to the Council. The framework of cooperation is set: it was established by resolution 1353 (2001) and the presidential statement of 2009 (S/PRST/2009/24). Still it should be fully implemented and further developed. The recent meetings of the Council concerning post-conflict peacebuilding and on the theme "United Nations peacekeeping operations: transition and exit strategies", also produced important presidential statements and debates. However, much more can be done.

11. Interaction between troop-contributing/police-contributing countries and the Security Council should be strengthened, not only in formal meetings of the Council. Such interaction would be more useful if the Security Council could use the innovative practice of the so-called "informal interactive dialogues" and to include in the debate, at the earliest stage possible, the views of interested States. The views of contributing countries can only help and benefit the Council in devising the necessary elements of a mission's mandates. Their views should also be invited at the early stage of the negotiations on draft resolutions regarding the

establishment and review of a mission's mandates. Cooperation with the Secretariat in this regard is fundamental, in particular in exchanging information on planning activities and making sure that reports are disseminated early enough, both to Council members and contributing countries.

12. Finally, cooperation between the Security Council and the Peacebuilding Commission should be increased. The Council's interaction with the chairs of the Peacebuilding Commission and, in particular, Peacebuilding Commission country-specific configurations should be improved, not only in the formal meetings of the Security Council, but also by inviting the chairs of the country-specific configurations to participate in informal consultations (or any suitable informal setting, such as informal interactive dialogues), where their inputs may prove to be particularly useful. Moreover, regular meetings and close contacts between Council presidencies and chairs of the Peacebuilding Commission on situations of mutual concern should be encouraged, bearing in mind the importance, as recognized by the Council, of early consideration of peacebuilding in Council deliberations.

13. An important and dynamic reflection is ongoing in the United Nations on these issues, which is stimulated by the important studies conducted by the Secretariat and is reflected in the report "A new partnership agenda: charting a new horizon for United Nations Peacekeeping". The Security Council remains, naturally, at the centre of this reflection, and a review of progress in this area is also expected later in 2010, following the presidential statement issued in February 2010 (S/PRST/2010/2).

14. Possible topics for discussion:

- Peacekeeping/peacebuilding integration: peacebuilding activities that can usefully be developed during the early stages of a peacekeeping mission. Core elements or areas to be included in peacekeeping mandates to facilitate early peacebuilding tasks.
- Peacekeepers as peacebuilders? New role for peacekeepers?
- Improving Security Council interaction with troop-contributing/police-contributing countries: more informal, more frequent, more useful.
- Role of the Secretariat in helping to strengthen the interaction of the Security Council with troop-contributing/police-contributing countries and their involvement in planning activities: early cooperation and dissemination of information to the Security Council and contributing countries.
- Better interaction of the Security Council with the Peacebuilding Commission, including with the chairs of country-specific configurations.